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ABSTRACT

The Alaska earthquake of March 27, 1964, had devastating effects upon the population and business economy of the entire South Central Alaska region. The project was devised to offer immediate rehabilitation planning and services for the area and to develop new and extended services consistent with the regrowth of the general economic community. Subprojects included the development of: habilitation houses for generic populations; the nucleus of a sheltered workshop in a cafeteria, food service operation; a rehabilitation evaluation team; a special education-rehabilitation joint project; a public offender evaluation and rehabilitation program; and a joint rehabilitation program for psychiatrically disabled persons at the Alaska Psychiatric Institute. Demonstration services were provided to approximately 1,600 clients in the several subprojects during 1964-1969. Research effort was mainly directed at evaluation of needs and assisting in establishing priorities of project effort. Comprehensive evaluation data and followup data were analyzed for selected groups. Many of the subproject services were incorporated into the general agency operations. (Author/NH)

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South Central Alaska Project

final report

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Abstract

The Alaska Earthquake of March 27th, 1964, had devastating effects upon the Alaska Office of Vocational Rehabilitation, the population and business economy of the entire South Central Alaska region. The South Central Alaska Project was devised to offer immediate rehabilitation planning and services for this area and to develop new and extended services consistent with the regrowth of the general economic community in the stricken area.

In addition to emergency services, the project was designed to evaluate rehabilitation needs, both general and specific to the Earthquake, and to develop and spin-off needed subprojects. These subprojects included the development of (1) Habilitation Houses for generic populations, (2) the nucleus of a Sheltered Workshop in a cafeteria, food service operation, (3) a Rehabilitation Evaluation Team, (4) a Special Education-Rehabilitation joint project, (5) a Public Offender evaluation and rehabilitation program, (6) a joint rehabilitation program for psychiatrically disabled persons at Alaska Psychiatric institute, (7) a pilot of both the Facilities and Workshops Study and the Statewide Planning Study. The Project personnel were active in community affairs and were instrumental in forming a chapter of the National Rehabilitation Association and two non-profit service corporations to develop needed services and complement project activities.

Demonstration services were provided to a approximately 1,600 clients in the several subprojects during the project period 1964-1969. Research effort was mainly directed at evaluation of needs and assisting in establishing priorities of project effort. Comprehensive evaluation data and followup data were analysed for selected groups. Many of the subproject services were incorporated into the general agency operations.

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FINAL REPORT
SOUTH CENTRAL ALASKA PROJECT

ALASKA OFFICE OF VOCATIONAL REHABILITATION
ANCHORAGE, ALASKA
JANUARY, 1970

PREPARED BY:

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Project Grant Number RD-1661-G

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INTERIOR—GEOLOGICAL SURVEY, WASHINGTON, D. C. 1954

ALASKA MAP C

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VOLUME II

Detailed Account of Evaluation Team Habilitation Houses

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Foreward

"At 5:36 p.m. on Good Friday, March 27, 1964, a great Earthquake with a Richter magnitude of 8.6 crippled South Central Alaska. It released at least as much energy as the 1906 earthquake which wracked San Francisco, and was felt on land over an area of almost half a million square miles. The Earthquake left about 114 dead and it would cost an estimated one half to three-quarters of a billion dollars to replace the damaged or destroyed private and public property. Many water-front communities, where fishing and shipping were the main industries, lost most of their means of livelihood."

This grim picture, quoted from a news report of the time, only suggests the shock, the bewilderment, the dislocation of the people of the area. The rebound of the Alaskan people from those first few nightmareish days of isolation and anxiety is a heartwarming story of people joining together in the highest of frontier traditions to fight the common enemy, nature in all its violence and unpredictability. The entire staff of the Alaska Office of Vocational Rehabilitation, and particularly the men and women of the South Central Alaska Project, are proud to have had a part in this human drama.

As this report is being written, five and a half years after the Earthquake, there is little physical evidence of the holocaust remaining. Many artifacts remain in the folklore, spirit and fellowship of those who were there.

The South Central Alaska Project was born in the middle of the vast uncertainties of the days following the disaster, when the very life of the young state was in doubt. Our project design was a combination of needs as they were known before the Earthquake, conditions as we believed them to be at the time and concern for the numbers of people we believed in need of rehabilitation services as a consequence of the disaster. As will be seen, some of our original plans were founded more on empathy for the people than on realistic understanding of our resources and capabilities.

The planning grant, initiated hours after the disaster, undertook to capture the effects of the Earthquake on film, since words were not adequate to convey the seriousness of the situation. Our photographer team was in the disaster area in a matter of six hours after the first tremor, photographing the eerie sight of the town of Valdez by the light of its own fires. The team ranged over 400 miles from Cordova to Kodiak, recording on film what we saw. This film, among the best and most comprehensive records of the disaster, was shown to our state legislature and to officials in Washington and later was made into a documentary entitled "The Great Land".

Also in the initial planning, a team of rehabilitation specialists: a counselor, a psychologist, a social worker and two aides, was sent into the disaster area to determine existing and expected rehabilitation needs of the people.

The South Central Alaska Project which resulted from these investigations was, in a sense, a license to explore any and all facets of the needs of our citizens in an ongoing atmosphere of recovery and change, and to participate in those facets which we believed we could positively influence. Thus, although the project began immediately after the Earthquake, the course and design of the project was not clearly outlined until perhaps the second year of the project.

The reader of this report should bear in mind the uncertainties of the situation in the early months of the Project. We of the South Central Alaska Project staff are appreciative of the flexibility and degree of self-direction permitted by the granting agency, Social and Rehabilitation Services, and are pleased to note that our Director received a special award from the National Rehabilitation Association for his responsiveness to the effects of the Earthquake upon the people of Alaska.

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E. L. CHOUINARD

MARY SWITZER

WILLIAM EGAN

Acknowledgments

Looking back over the past five years of project and agency development, frustrations and rewards, it is difficult to acknowledge all the support and help given us by so many people. Our first and perhaps most sincere acknowledgement must be made to our clients, many of whom were young Alaskans who held so much of the future in their hands. They taught us so much. We should also acknowledge very personal interest and support of former Governor Bill Egan for his assistance in the project planning and for arranging passes and introductions for the survey team and aiding our movement to and within the communities which were virtually under martial law in the days after the Earthquake. No one felt the weight of the disaster more strongly than he. The late General Carroll of the Alaska Air National Guard helped us in solving many of our transportation problems. He met an untimely death in a plane crash while serving the emergent needs of the people of Valdez, Alaska in the days following the Earthquake. Also our appreciation to Chuck Keen, an intrepid photographer, bunk-house philosopher, frontiersman, and former rehabilitant whose timely presence and talents resulted in the documentary film, THE GREAT LAND.

Mary Switzer, Administrator of DHEW Social and Rehabilitation Services, Washington, D.C. and Phillip Schafer, Regional Commissioner, San Francisco, were valued friends throughout the life of this project. Their true and immediate concern for our safety and the survival of our clients and our rehabilitation program will be remembered.

Ed Chouinard, Associate Commissioner, Rehabilitation Services Administration, San Francisco, was present to assist us in the days after the Earthquake and rode out many aftershocks, literally and figuratively, with us. For his personal and professional support, Mr. Chouinard received recognition of the Vocational Rehabilitation Administration, December 18, 1964, for

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his "exemplary action and service immediately following The Earthquake and Tidal Wave in Alaska. His presence, untiring drive and ready flow of ideas helped the Alaska Vocational Rehabilitation Administration staff and community leaders overcome their initial shock and despair and promoted sound planning and an organized approach for attacking the multitude of problems created by the catastrophe."

We also appreciated efforts and hardships endured by Marianne Sheridan and Dr. Richard Hartley in their work as members of the survey team that covered the length and breadth of the disaster area. Mary Ann Eckstrom, the sole counselor in the Anchorage branch office, was invaluable in establishing lines of communication in Anchorage and Cordova.

There were so many people on the local scene who gave their time and moved us all to a higher level of community action, including Vincent Doran and Ed Smith, the first and second presidents of the Alaska Rehabilitation Association, Gene Guess, Attorney, Ralph Jackson and Keith Anderson, then of the Alaska Youth and Adult Authority, Roy Fay and Don Dafoe, then of the Anchorage Borough School District, Mitch Weatherhorn and others at the Alaska Psychiatric Institute, Dr. Holman Wherritt, Dr. Martha Wilson and Stu Rankin of the Alaska Native Medical Center, Emil Notti of the Cook Inlet Native Association and Dr. Louise Ormond, who was ever so much more than a Medical Consultant.

Drs. Arthur Mittman, Joseph Kunce, Arthur Pearl, Chuck Thomas, and Andrew Marrin, Bert Oliver and Bert Worley, provided valuable counsel on various aspects of the project. We should also like to thank Eloise Lamb for her excellent performance as the first Rehabilitation Social Worker on the agency staff and for her assistance in preparing project data for final analysis. Also we would like to express our appreciation to Jo Brasells for her talented art work and to Connie Davis for her organizing and typing of this report.

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Preface

About this Report –

The nature of the South Central Alaska project is such that it is almost impossible to present a brief, concise, readable final report that also can deal with all the interests, involvements, services, research and demonstrations in which the project has been engaged.

We, therefore, offer this volume of the final report as an overview of the total project. Specific detailed reports on the subprojects are presented in separate volumes and the reader may request copies of those volumes of particular interest to him. The detailed subproject reports are listed in the table of contents. They may be obtained by request to the Director, Alaska Office of Vocational Rehabilitation, Pouch F. Juneau, Alaska, 99801.

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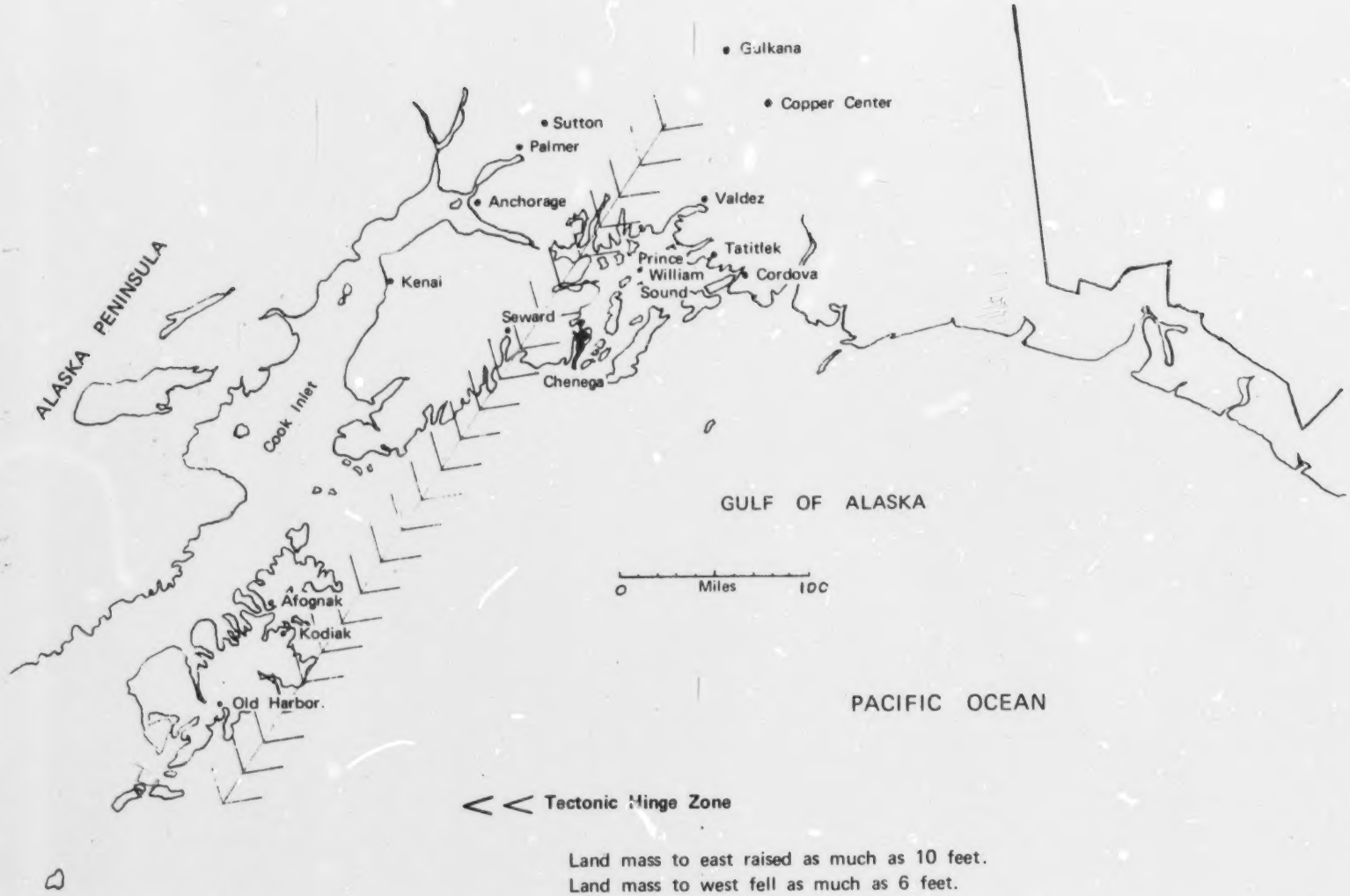

Land mass to east raised as much as 10 feet.
Land mass to west fell as much as 6 feet.

South Central Alaska

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The South Central Alaska Project

Background –

There is a threshold of population and business activity necessary in a community in order to support certain services and resources. In 1963 and 1964 the Anchorage area was just reaching the size and stability which would make possible some services necessary to the rehabilitation program. In the years immediately preceding the earthquake of 1964, the Alaska Psychiatric Institute had been dedicated, with bed space for some 225 Alaskans, the legislature had just authorized the establishment of an Adult Conservation Camp near Anchorage, the Alaska Native Medical Center, USPHS, was treating a larger proportion of Alaskan patients who no longer had to be sent to the South 48. Educational and training facilities were increasing in capacity and diversity with Alaska Methodist University, the Anchorage Community College, manpower programs and private training schools operating.

The Office of Vocational Rehabilitation found it increasingly possible to provide all the clients services in the Anchorage area, rather than to send the client off to the South-48 at considerable expense and dislocation to the client. Some ancillary facilities were needed to take full advantage of the situation, particularly residential facilities and a sheltered workshop. On the eve of the earthquake, plans were being prepared to initiate some of these new services.

The Earthquake and seismic wave and tidal actions, together with massive shifting, raising and lowering of the land along a tectonic hinge zone extending over four-hundred miles in length, was so destructive to person and property that first reactions were shock, amazement and uncertainty. At the first writing of the Recovery Project proposal there were many more questions than answers about the state of affairs. Many customary sources of information were deep in their own problems, brought on by the disaster. The project was constructed upon as much factual data as could be obtained and logical assumptions drawn from it.

Project Number RD-1661-G was initiated June 1, 1964, some nine weeks after the earthquake. The problems had already begun. The Anchorage Branch of the Office of Vocational Rehabilitation, the State's largest branch, was reduced to one counselor. The state supervisor of case services, also located in Anchorage, had resigned. Many other agencies were in similar personnel crises. The recruiting problem was serious and complicated by the facts that (a) salary levels inherent in the state salary schedule did not compare favorably with other western states when cost of living differentials in Alaska were considered, (b) very remoteness of Alaska limits the number of professionals who might be available, (c) the national news coverage of the earthquake disaster rendered all but the most adventurous

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unavailable, and (d) national expansion of rehabilitation resulted in a decrease in qualified personnel available.

Early Implementation

The project design called for a Project Coordinator, a Research Director, Psychologist, an Economic Analyst, a Habilitation House Coordinator, a Rehabilitation Social Worker and two Rehabilitation Counselors. By September 1964 the Project Coordinator, Research Director and Economic Analyst were in Anchorage and working out preliminary implementation of the project.

So much of the downtown commercial area had been destroyed that it was November 1964 before office space could be located (upstairs over a tavern). For the same reasons, it was nearly another two months before telephone service could be installed. By January the Habilitation House Coordinator was on staff and hopes of finding a Psychologist position at the allowable $13,000 per year had been discarded in favor of the third Rehabilitation Counselor. In April 1965 the first Rehabilitation Counselor came on staff, soon to be followed by the second. Neither of these had prior rehabilitation or related agency experience nor were they from Alaska but both were qualified with recent Masters Degrees in the field of counseling.

During the several months of the recruiting activities for the necessary staff, the existing staff devoted its efforts to two major functions, first assisting the Branch Office staff which at that time was less than fifty percent complete, in dealing with the large client caseload that existed at that particular time, and secondly, a more extensive evaluation of the proposed subprojects in order to formulate a list of priorities for their accomplishment. One false assumption made during the project planning was the expectation that the number of injured and disabled victims of the earthquake would likely be several times the 114 persons reported killed in the disaster. Upon searching hospital records and other information sources it was learned that only a score of persons were admitted to hospitals on the day of the Earthquake in the Anchorage area and that only a quarter of these had suffered directly from the effects of the disaster. There was a slight up-trend in the admissions to the Alaska Psychiatric Institute, curiously balanced by an increase in discharges. Upon closer investigation it was learned that those who lost their lives in the disaster were, for the most part, victims of drowning by tidal wave action. Thus, the need for immediate rehabilitation and physical restoration services was quite negligible.

Another assumption that proved, not false, but beyond the capabilities of the project was the expectation that the Alaska Project could meaningfully engage in remote village rehabilitation programs either independently or as a primary agency. Several programs

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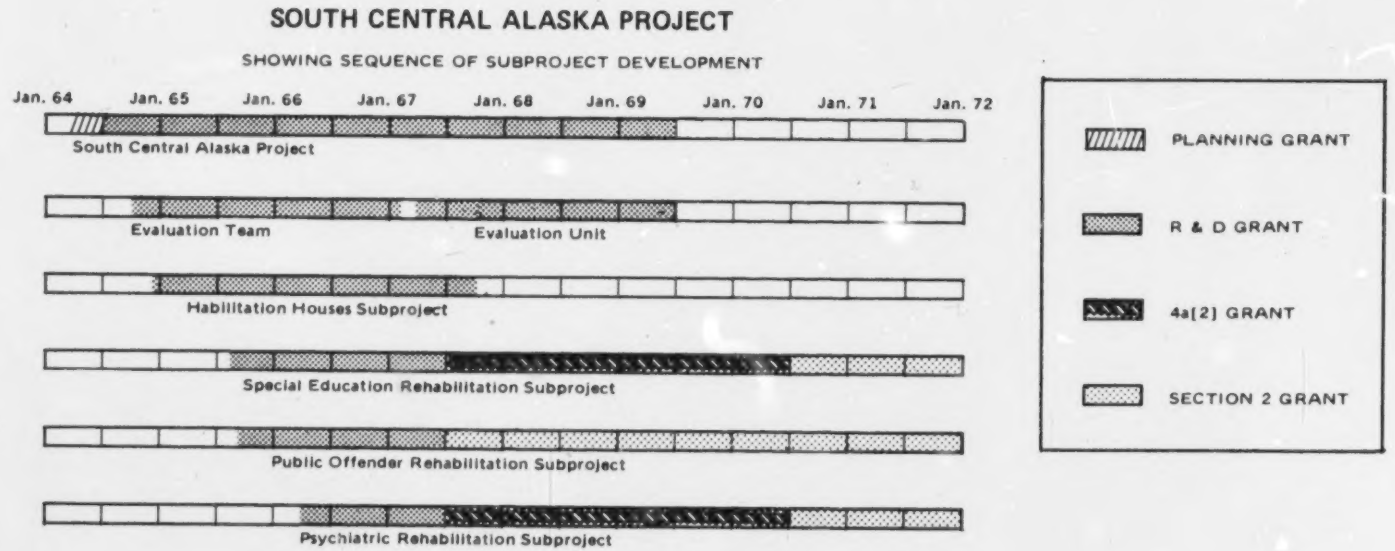

dealing with reconstruction and rehabilitaion of communities were planned and designed but later discarded because of various reasons including funds and personnel shortages. Most of these programs were designed to assist small Alaska Indian Villages such as Tatitlek, Afognak or Old Harbor, which felt the full force of the disaster.

Development of Service Subprojects –

With regret, the Project staff accepted the reality that our project was bound by finances, staff and geography to the area in and around Anchorage, even though many of the outlying communities had suffered proportionately greater damage. In some respects this limitation was compensated for, since many individuals from the outlying communities came or were brought to Anchorage under the sponsorship of this or several other concurrent projects.

A great deal of staff time was spent in conference, coordination, consultation and planning with other agencies, disaster committees and the like during the early months of the project after the Earthquake. Piecing together the fragments of significant data and attempting to plan in a constantly changing community of services is a frustratingly time consuming but ne-

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cessary consequence of such a disaster. Controlled dissemination of information is vitally important in an environment that is extremely conducive to the propagation of rumors.

There came a time, in November 1964, when the South Central Alaska Rehabilitation Project clarified some of the unmet needs and gaps in the services being offered by the several helping agencies. Operating from a more flexible position in many respects, the project determined to select and attack certain of these unmet needs.

At this point also, the regular Vocational Rehabilitation service functions were returning to adequacy and there was no longer a need for project staff to engage in "routine" client services. The project staff began clearly defining its role as program development on the one hand and delivery of services on the other. The research function remained throughout the project life as technical support to both development and delivery and rarely engaged in studies unrelated to the above functions.

The first need was for a program which would offer a comprehensive evaluation of a referred client's social, vocational, educational, medical, and cultural circumstances. The Evaluation Team was activated in November, 1964 and performed with a variety of other specialists from the project staff, consultants and participants from other agencies. The design and purpose of the Evaluation Team is described more fully in a later section of this report.

As training, manpower and rehabilitation-oriented services rebuilt and grew after the Earthquake, they tended to centralize in the Anchorage area. An urgent need was created by these programs for facilities offering supportive residential quarters. An initial intent of the South Central Alaska project was to establish a half-way house principally for the use of mentally restored clients referred from the Alaska Psychiatric Institute. A review of the sources of demand for this type of facility resulted in a change of focus from the ex-mental patient to a plan for generic handicaps to be mixed in Habilitation Houses.

The first Habilitation House was set up and operating under Project guidance in the Winter of 1964, under contract with a private individual who opened her home to approximately twelve women. Subsequently, a men's Habilitation House and another women's Habilitation House were set up under direct control of the project staff. In the course of the three years of generic utilization of these homes, the project provided supportive structured living facilities for approximately 130 persons in rehabilitation programs in the Anchorage area. More detailed information will be found in a later chapter. Entrance to the Habilitation House facility was made only through recommendation of the Evaluation Team.

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In another direction, the Anchorage Borough School District was considering, for the first time, a Special Education program at the secondary school level. The South Central Alaska project entered into an agreement with the School District to provide evaluation services, a rehabilitation counselor and rehabilitation social worker who, together with the Special Education teachers, developed a half day work experience program for the special education students between the ages of 14 and 19. This program began as a pilot with about 12 students in the Fall of 1965, was later broadened to a Section 4a (2) expansion grant program.

Planning with the Youth and Adult Authority resulted in a program at the Adult Conservation Camp (prison farm) in Sutton, Alaska, some sixty miles north of Anchorage. This program was exploratory in nature at first. The entire Evaluation Team participated in inmate evaluations one day a week and, through this vehicle, developed a program of services described hereinafter, initiated in November of 1965. Services were also brought to the Youth Conservation Camp and to other parts of the public offender program.

A program of inpatient services and rehabilitation counseling services for the discharged mentally restored patients of Alaska Psychiatric Institute had long been desired. Movement toward the establishment of this program predated the Earthquake. The disaster and several staffing problems prevented full initiation of this program until March 1966.

A planned program of services to young adults in the state's three dozen licensed children's homes met with little success. Estimates from incomplete information indicated that approximately 200 young people, largely Eskimo and Indian, reach age 18 and move out of the children's homes each year. These people typically have no families, have not completed public school education, have no job skills and no longer are eligible for welfare support. Left to their own devices, a majority of these young people find their way back to public dependency, either as a public offender, an inmate of the psychiatric hospital or, if they are moderately successful, as a public welfare recipient. It was felt that this population rated a high priority for a program of intervention and preventive rehabilitation services. While no adequate relationship with the children's homes could be maintained, many of this target population eventually became clients through other referral sources.

The secondary school drop-out became a concern. A program was planned and, subsequently, services were extended to drop-outs and potential drop-outs through the general Vocational Rehabilitation agency resources.

Efforts were made to develop or to participate in a community rehabilitation program for the people

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of Chenega and Tatitlek. Some 36 survivors of Chenega, which was totally destroyed, with great loss of life, by tidal waves and the earthquake, had moved across Prince William Sound to the site of Tatitlek. Regrettably, project resources did not permit independent services and the rehabilitation needs of this combined community, great though they were, were not served by the project.

A similar community problem existed in Old Harbor, an Aleut fishing village of some 220 persons on the south side of Kodiak Island. These warm and friendly people had been evacuated, en masse, to temporary quarters in an Anchorage schoolhouse after the tidal waves which destroyed their village. In early 1967, the prospect of industry, in the form of a permanently anchored cannery ship, increased the residents' desire for appropriate training in preparation for the jobs expected to accrue from the cannery operation. The project staff consulted with the villagers concerning training needs. The majority of those desiring training for the anticipated jobs were of secondary school age and were attending Chemawa Indian School in Salem, Oregon, where they arranged, in some cases, to strengthen their vocational education programs.

It was the intent of the project to develop services, programs and resources which would be of lasting value to the Office of Vocational Rehabilitation long after the project termination. It is assured that the

CHARACTERISTICS OF CLIENTS SERVED

SOUTH CENTRAL ALASKA PROJECT

[N = Approximately 1600]

SEX DISTRIBUTION

Male	67.4%
Female	32.6%

AGE DISTRIBUTION

under 16	4.9%
16-20	45.7%
21-25	23.7%
26-30	6.9%
31-35	5.3%
36-40	6.2%
41 & over	8.2%

ETHNIC DISTRIBUTION

Aleut	11.2%
Caucasian	50.2%
Eskimo	20.1%
Indian	12.5%
Other	6.0%

SERVICES PROVIDED

Evaluation team	97.0%
Habilitation house	29.9%
Special Education	12.5%
Public Offender	12.8%
Psychiatric Rehab.	7.6%
Other services	9.2%

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Special Education-Rehabilitation program will be continued, as will the public offender program and the psychiatric rehabilitation program. The Evaluation Team concept was felt to be too costly and was modified to consist of an accelerated intake process with a rehabilitation counselor making the decisions about the degree of evaluation necessary for a given client. The Habilitation House has given way to a modified juvenile non-delinquent residential facility under sponsorship of the Alaska Youth and Adult Authority.

Staffing Patterns –

The project was responsible for some changes in agency staffing patterns with innovations including Rehabilitation Social Worker, Economic Analyst, Habilitation House Coordinator, Rehabilitation Aide and Research Director, and some new staff functions, including Psychometric Aide and Professional Information Librarian. The original project outline called for a Rehabilitation Psychologist, but this position could not be filled and the functions planned for this position were assumed by the Research Director and by consultants. Other positions did not survive: The Economic Analyst position, as intended in the original project design, was to obtain and interpret economic and, specifically, employment trends in the massive recovery operations subsequently to the Earthquake. While the information produced was of interest, it was found to be of little practical value, as the project could not adequately control such factors as type of clients, type and length of training programs and so forth in order to fully utilize the economic information produced. The decision to discontinue this position was made midway through the project period when it was clear that any form of village rehabilitation programs were beyond our resources.

The Rehabilitation Social Worker position was, without a doubt, the most productive addition to the staffing pattern. The RSW was responsible for much interagency liaison regarding case services, kept abreast of other agency policies, resources and activities and acted as a resource person to the counselors. Her perceptions of client social and family situations were invaluable additions to the Evaluation Team. Her ability to support the counselor in non-vocational aspects of the rehabilitation process, such as family counseling, social counseling and budget planning, lead to the strong recommendation that this position be retained on the general agency staff after conclusion of this project.

Although the project was funded by a Research and Demonstration grant, the uncertainty of the course of development of the project until well through the second year and the diversity of development and services, once established, precluded an overall project research design. Research centered on descriptive analy-

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sis of pilot projects, some predictive studies of the data provided through the Evaluation Team and Habilitation House projects, general program studies and supportive research in the area of program development. While operational research is an important tool of good management, the Alaska Rehabilitation Agency is considered too small at the present time to justify a qualified, in-house research person. However, a good monitoring research and evaluation design should be established and executed by lower level staff, desirably with the assistance of data processing equipment.

A career ladder opportunity for Rehabilitation Aides was introduced by the efforts of the project staff. This career ladder enables a person with less than a high school education to enter the agency with the expectations that, through a combination of experience and training, he may enter the level of counselor trainee and thence into the counselor ranks. Rehabilitation Aides were employed in a variety of tasks according to a New Careers model.

The final staffing pattern which emerged from the assessment of our needs and abilities included a Project Coordinator, Research Director, a Rehabilitation Social Worker, three Vocational Rehabilitation Specialists, and a Habilitation House Coordinator. The seven members of this professional staff had a variety of overlapping responsibilities to one or more of the subprojects, program development problems, research and community development activities.

Program Development –

The equitable distribution of opportunities for the people of Alaska had been and was increasingly becoming a major social problem. The Office of Vocational Rehabilitation in Alaska had been aware of this situation for a long time and had attempted in many ways to serve the "socially handicapped" and the "culturally handicapped" citizens. At the time of the 1964 Earthquake nearly one-fourth of the population of the state was of Alaskan Eskimo, Indian or Aleut ethnic groups. Many of the outlying villages had been in real contact with the greater American civilization only in the past 20 or 30 years through dealings with bush pilots and Bureau of Indian Affairs school teachers. Those who attempted to make the transition to urban life in Anchorage or Fairbanks or some of the other population centers, were clearly, severely vocationally handicapped. The Alaska Office of Vocational Rehabilitation had always made a practice of finding these citizens eligible for Vocational Rehabilitation services whenever possible.

The South Central Alaska project offered some new latitude in dealing with the vocational aspects of the culturally disassociated members of our Alaska Community. With this in mind the project staff devoted part of its early efforts to investigating the rural native

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Alaskan situation from the point of view of rehabilitation. We were flirting, in effect, with total community rehabilitation problems. It soon became apparent that we were planning beyond our resources and that we were encroaching upon responsibility of other agencies, particularly the federal Bureau of Indian Affairs.

Planning toward the development of the Sheltered Workshop facility was taking place about the same time. This was seen as an important and needed service link between disassociation and independence. Development of this kind of facility was seen as the project responsibility and toward that end in January 1965 the Alaska Rehabilitation Association was chartered by its parent organization, the National Rehabilitation Association. At the same time the ARA incorporated as a separate non-profit corporation and began development of facilitating services for the rehabilitation of physically, emotionally and culturally handicapped persons. Toward the end of establishing a viable Sheltered Workshop in Alaska, the project staff prepared and presented testimony and documentation to Senator Ernest Gruening's Subcommittee on Surplus Government Properties. Later the project also assisted in documentation which resulted in federal amendments setting the minimum allocation to state Vocational Rehabilitation agencies at one million dollars annually.

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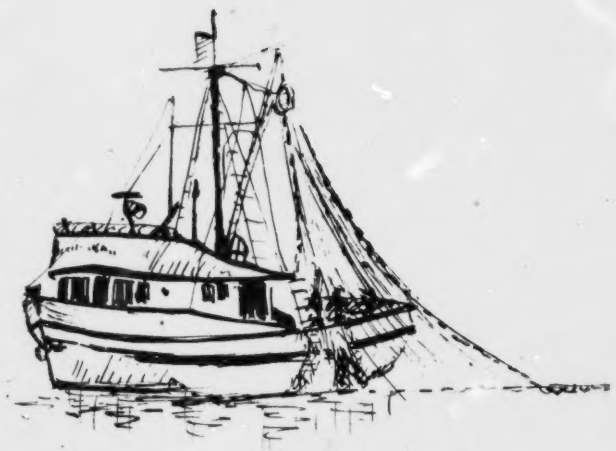

Research –

Early project research included a review of the past five years' client services provided by the Vocational Rehabilitation agency. From this case review encompassing the years 1959 to 1964, certain base line statistics were developed and some crude projections and predictions could be drawn. This kind of information showed us perhaps for the first time in Alaska the kind of payoff we were getting from many aspects of the general rehabilitation program. This kind of information was naturally invaluable in developing our project client services and in comparing the results of the services with previous methods of delivery. One facet of this retroactive research was an analysis of the effects of high counselor turnover upon the agency and upon its clients. The results of this study were instrumental in obtaining desirable changes in counselor positions and in instituting the sabbatical leave for rehabilitation counselors. The changes have contributed to a significant decline in turnover rate among the professional staff of the agency and the project.

Information provided by some of the project pilot studies lead to changes of state law which facilitated the rehabilitation process. Perhaps most significant among these changes were certain amendments to the Workmen's Compensation Law which allowed rehabilitation agencies to provide work sampling experiences for clients in regular employment situations. This change was felt to be most important since the vast majority of Alaskan Communities can not be expected to develop more traditional Sheltered Workshop opportunities for this kind of experience.

The project set out to gather and acquire a comprehensive library of rehabilitation literature. This library ultimately contained over 20,000 books, articles, monographs and rehabilitation papers, appropriately catalogued and cross-referenced. This library, in so far as practical, was made available to other agencies and to general public. This educational tool led us to involvement in the summer placement program for students in the Western Interstate Commission on High Education (WICHE) undergraduate student program in the helping services. It also brought us into contact with the

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Anchorage Community College and Alaska Methodist University with whom we helped develop an undergraduate rehabilitation aide program and ultimately developed a full master's level counseling program. As this report is completed no less than five counselors have participated in this master's program.

Much of the program development and the services prepared by the project were inadvertently anticipating the 1965 amendment to the Vocational Rehabilitation Act which established broader definitions of eligibility and called for each state to prepare a Facilities and Workshops study. Much of the ground work for the Facilities and Workshops study had been done by the project prior to the passage of this legislation. Similarly much of the information requirements for the state and particularly for the Anchorage area with respect to the Statewide Rehabilitation Planning study had been accomplished by the project prior to the enactment of the 1965 amendments to the Vocational Rehabilitation Act. The project year 1967 saw the preparation of the rehabilitation services systems analysis and the nearly complete development of an electronic data processing program to maintain client records, produce state and federal reports, supervisory and case load management reports, production projections, and serve as a data pool for on-going research and analysis of the rehabilitation program. While this is considered desirable and ultimately necessary, it has not as yet been operationalized.

Research review of client characteristics and performance lead to the conclusion that one of the factors most immediately and directly increasing client success, and therefore, agency productivity, was counselor sensitivity and communications skill. Communication skills were continually dealt with in staff training sessions and two facets of the communications problem were investigated by research. One facet was the pilot development of the experimental Occupational Photo Association Technique. The pilot success of this projective interest inventory warranted further research, which is now being undertaken by the former research director under RSA Predoctoral Research Fellowship.

Another aspect of the communication problem which received some research attention was analysis of the validity of counselor judgments and how these judgments were reflected in counselors' decision-making processes. Limited data would support a hypothesis that counselors with some experience are able, with considerable accuracy and reliability to identify client characteristics such as general and specific mental health, intelligence, "motivation," and other aspects having a bearing on rehabilitation planning. This limited data also suggests that counselors are reluctant to plan or state outcome probabilities for clients even with this apparently accurate information at hand. This is viewed as an important area for future research.

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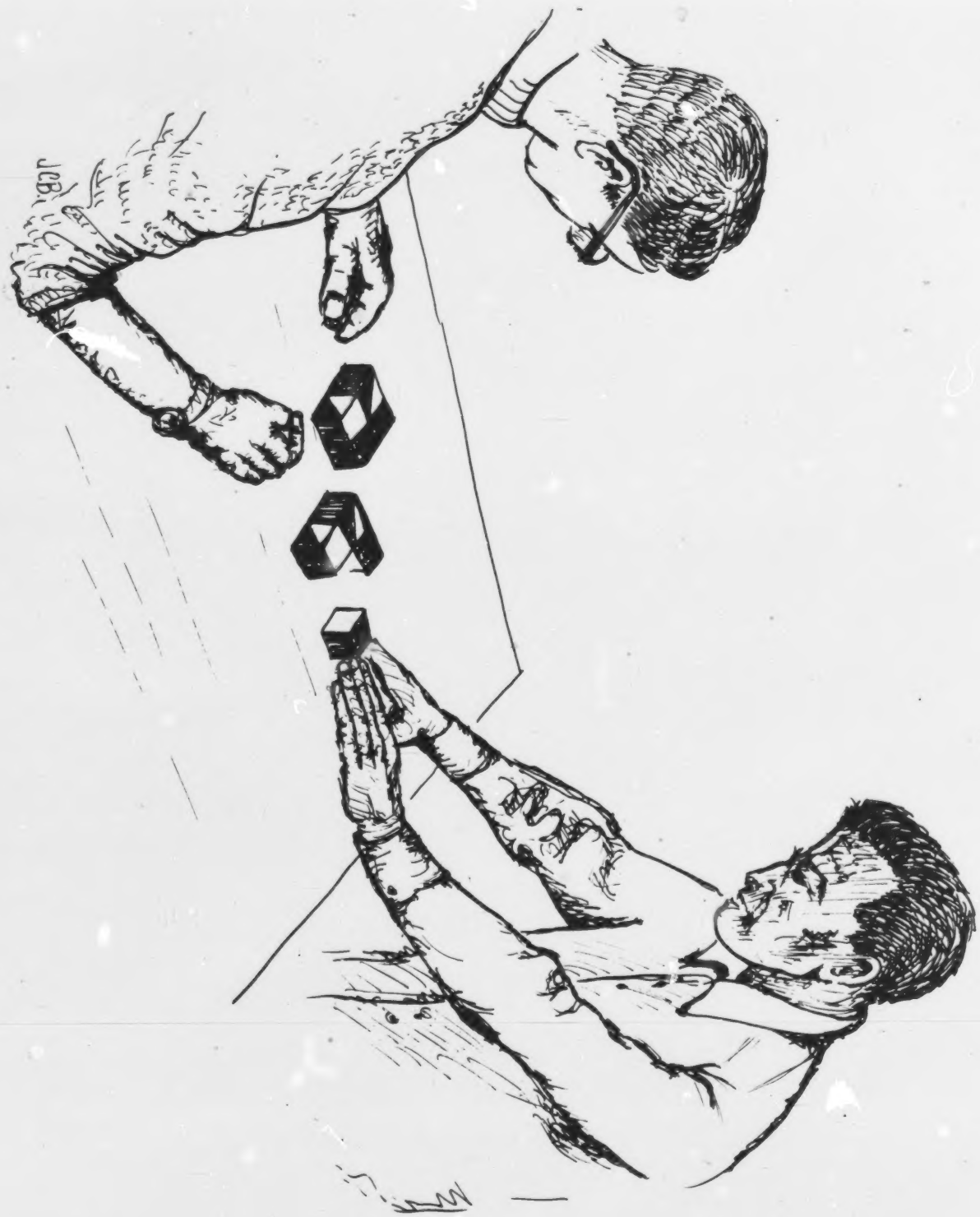

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The Evaluation Team

In the late Summer and early Fall of 1964, the months following the Earthquake, there was a great amount of uncertainty about the influence of the disaster on normal seasonal activity in the South Central area. Many businesses had not decided whether to rebuild, employment patterns were unpredictable, and needs in the area were unclear. At this time, many of the public agencies were operating on short staff, as was true of the Anchorage Vocational Rehabilitation office. In the six months following the disaster, that office operated with about 20% of its normal complement of counselors. New counselors, both in the Project and the General Program, were inexperienced and/or untrained in rehabilitation and/or unfamiliar with Alaska.

Thus, at a time when there was considerable uncertainty in the general economy of the area and extreme difficulty in service planning for handicapped clients of Vocational Rehabilitation and other agencies, and greatest demand for services, those agencies were, without exception, operating at below pre-Earthquake standards.

Even before the disaster, there was no organized vocationally oriented evaluation process available. The initiation of the Evaluation Team Project was an effort on the part of the newly initiated South Central Alaska Project to accomplish some of the following objectives:

- To foster interagency cooperation in client problem solving activities.
- To maximize use of the experience of more seasoned professionals from Vocational Rehabilitation and other agencies.
- To serve as an interdisciplinary forum.
- To serve as a training vehicle for support of new and less experienced staff members.
- To introduce a more comprehensive diagnostic effort than was heretofore attempted in the area.
- To evaluate the ability of certain standard test instruments to discriminate meaningfully and validly with a non-standard Alaskan population.
- To collect rehabilitation research data.
- Lastly and most importantly, to cooperate in the overall evaluation of client strength and potentials for all social services.

In one of its final and more efficient formats, the Evaluation Team met with the client in the fol-

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lowing sequence: An initial interview was accomplished by a Rehabilitation Aide who told the client about the program and answered questions he had about the evaluation process and attempted to indicate as best he could what kind of outcome the client could expect. During this time the Rehabilitation Aide filled our required forms and prepared a case file. Next, the client was interviewed by a Vocational Rehabilitation Counselor who again attempted to prepare the client for the remainder of the two-day evaluation sequence. Also during this interview the counselor reviewed and recorded the client's past vocational history and identified with the client some of the problems he faced. The client was then seen by the Rehabilitation Social Worker whose focus was more on family-relative and social management by the client. The client was then seen by a Rehabilitation Psychologist or a Psychological Consultant who assessed the general mental health, psychological preformance of the client and prescribed a course of psychometric testing. The client was then seen by the project Medical Consultant who performed a general basic medical examination and recommended any further diagnostic work of the medical nature that was deemed necessary. The second day of the evaluation was largely devoted to psychometric testing as prescribed and was administered by a specially trained secretary. The psychometric battery included such test as the

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Wechsler Adult Intelligence Scale, the Strong Vocational Interest Blank, the Oral Directions Test, the Minnesota Multiphasic Personality Inventory, the House-Tree-Person Test, the General Aptitude Test Battery, and other more specialized instruments. When the results of this test battery were available for a given client, that client was then debriefed and given an opportunity to react to the results and interpretations of the tests.

After completion of the above interviews and testing, an evaluation panel was held in which all of the above named specialists presented their collective findings. This panel included the Rehabilitation Aide, the referring agency representative, the Medical Consultant, the Psychological Consultant, a panel moderator and, if indicated, representatives of other cooperating agencies.

The objective of this panel was to generate a reasonable rehabilitation plan for the client. When it was appropriate recommendations were made regarding advisability of Habilitation House residence, Special Education objectives, MDTA program, Prison Camp work assignments and treatment programs, and referrals to other agencies. When specific vocational objectives could not be specified, work sampling or other prevocational activities were recommended. When the individual was considered not acceptable for a Vocational Rehabilitation program, the evaluation panel nevertheless accepted the responsibility of pursuing referrals to other agencies such as Public Welfare or the Bureau of Indian Affairs Assistance program.

The Evaluation Team generally operated in the downtown offices of the project, however on regularly scheduled occasions it dealt on site with clients referred by the Adult Conservation Camp (prison farm), the Youth Conservation Camp, Special Education program and the inpatient program of the Alaska Psychiatric Institute.

Needless to say this was an expensive kind of evaluation. It was more productive in many respects than anything previously offered by the agency. Not all the costs of this Evaluation Team can be attributed directly to client costs as a considerable amount of time was devoted to staff development and training. As a result of both the expense of the Evaluation Team and its success as an inservice training vehicle, this client evaluation process was discontinued in the Spring of 1967 in favor of a less routine intake process. At the time it was discontinued the routine process described above had evaluated approximately 700 client referrals. In the subsequent two and a half years the elements of the Evaluation Team functioned on an on-call basis, with one Rehabilitation Counselor determining the depth of the evaluation process. This counselor accomplished the modified evaluation of approximately 800 additional clients. The remainder of approximately 100 project clients were institutional referrals who were evaluated within the institution setting by the subprojects staffs.

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The Habilitation Houses

The marked increase in training and education opportunities in the Anchorage area in 1963 and 1964, due to Anchorage's increased size and business importance to the state and to the disaster relief program following the Earthquake, allowed Rehabilitation and other programs to serve more clients in Anchorage rather than to send them to the South-48 states. Simultaneously there was an increase in the quality and the diversity of medical and related services. This situation created an increasing demand for a supportive living environment for clients who had unsatisfactory local living arrangements or who were brought into Anchorage from distant and remote areas. There was also an increasing demand for half-way type residences for recently discharged mental patients and for public offenders on work release or other discharge arrangements.

The Habilitation Houses subproject was initiated in November 1964, with the intent of operating a half-way house under state management along the lines of the Vermont project. It rapidly became apparent the state government in its established form was ill equipped to operate and manage a half-way house. Bids would have to be let for space and furniture, job specifications for civil service recruiting of house parents, authorization for new house parent staff positions, and so on. While all these problems could be resolved in the course of time, it was felt, under the circumstances, that establishment of a half-way house would be seen as a very low priority item to the many people who were dealing with the aftermath of the Earthquake and who would have to pass on the specifications for the Habilitation Houses program.

The initial Habilitation House was established, then, in November 1964 under a contractual agreement with a private citizen who agreed to make her home exclusively available for our female clients. While this arrangement operated for some nine months, it was seen immediately to be an unsatisfactory arrangement. The project staff was unable to exert the degree of control it deemed necessary over the owner of the house, the house itself and the resident clients under this arrangement.

In December 1964, in cooperation with a number of interested community leaders, a non-profit corporation was established under the direction of the Alaska Rehabilitation Association. This non-profit corporation took as its first objective to obtain adequate facilities for a male Habilitation House to be operated on a contract from the South Central Alaska Project. The Board of Directors of this corporation agreed to hire parents acceptable to the project and to allow considerable project involvement in the establishment of a treatment program within the house itself.

Housing, always at a premium in the Anchorage Area, was particularly unavailable following the Earthquake. However space was found and the male Habilitation House opened its doors on May 1, 1965 with a full complement of 12 residents. Although the

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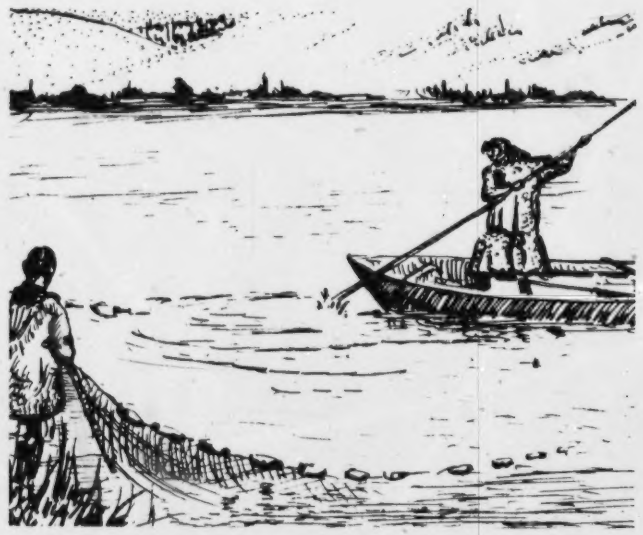
prime sponsor of this group was the South Central Alaska Project, there were 10 referring agencies represented. The gamut of handicaps and cultural backgrounds was equally diversified.

Selection of the resident of the Habilitation House was made by the Evaluation Team of the South Central Alaska project. A person was accepted into the the Habilitation House if he was considered not likely to profit or endure in his habilitation plan while living in a completely independent setting, if he had the potential to profit from the Habilitation House setting and, finally, if services could be structured to meet his needs.

A program of intensive group and individual counseling was conducted in the Habilitation House setting. A token economy was introduced early in the first year of the project in an effort to shape acceptable behavior.

A truly generic group of residents was maintained throughout the period of operation of the Habilitation House. In October 1965 an adequate house was found for female residents and was opened with a complement of nine women. The house had a capacity of ten women. Unfortunately, the program developed by the South Central Alaska project for these two Habilitation Houses was terminated in the Fall of 1967, having served approximately 130 clients. The male Habilitation House is now operating as a residence for juvenile non-delinquents in the custody of the Youth and Adult Authority.

Comparative figures indicated that the Habilitation House operation was, from a cost-benefit point of view, one of the most successful elements of the South Central Alaska project. Nevertheless it is difficult to justify the apparent high cost of such an intensive supportive living program in addition to the on-going expenses of a client's rehabilitation program. Some later findings in the form of a two year follow up study of Habilitation House residents shed some new light on this situation and may justify further involvement in in supportive living programs by the Rehabilitation Agency.



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Special Education Rehabilitation

Special Education classes have been taught in the Anchorage school district since 1938, although it was not until 1965 that special education programs for the mentally retarded became a part of the secondary school system. In 1965 the Anchorage Borough School District and the South Central Alaska Project jointly planned a pilot secondary special education program to serve one class of special students at one high school.

The pilot program included extensive evaluation of the students by the Evaluation Team. Special consultations were obtained when necessary, and a plan was developed for each student. In general, the pilot program involved half-time schoolroom activities and half-time community work experience programs for each student. In the fall of 1965 the program began with about twelve students and grew to a class of twenty. The second year of the pilot program, beginning in September 1966, two classes, with forty-one students, participated in the work-study program.

An important part of this program was the family counseling and home visit program undertaken by the Rehabilitation Social Worker. The Sheltered Workshop facilities offered by the Alaska Rehabilitation Association, Inc. provided an important early work evaluation setting, through activities related to the Tundra Club cafeteria operation at the U.S. Public Health Service Hospital. After initial evaluation in this setting, the students were moved to work stations in normal employment activities, such as carpentry shops, beauty shops, hospital diet kitchens, aircraft maintenance shops and others.

A necessary spin-off of this program was the transportation service provided by the Alaska Rehabilitation Association, Inc. Several minibuses were employed in transporting students from classrooms to work stations. Lack of local city transportation services made the specialized bus service necessary. Once established, this transportation service was used by several other subprojects, including most particularly the Habilitation House residents.

The pilot program developed into a Section 4a(2) Expansion Grant program, commencing in June, 1967, following closely the outline of the original pilot program. A final report on the Expansion Grant program will be available shortly after the termination of this grant in June, 1970.

Results of this program have been very good. Despite the high proportion of transient population in the Anchorage area and, consequently, the high rate of

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student withdrawals from the special education program, an excellent rate of successful rehabilitations resulted. Withdrawals were almost entirely the result of military dependents transfered to new duty stations.

The success of the two years of pilot services and early expansion grant activities resulted in spin-off projects in Fairbanks, Juneau and other school systems in Alaska. These later special education rehabilitation programs were and are being funded through Section 2 general program funds.

The Anchorage Special Education program opened with more than 90 students in the Fall of 1969.

Follow up studies two years after closure of the pilot group cases, indicates that this group of clients has a lower long range success rate than regular rehabilitation clients. The data suggests that placement of the special education student is not difficult. However, left to his own devices, the special education student has difficulty in changing jobs or in finding new jobs.

It is expected that the special education programs in Anchorage and other cities in Alaska will continue under Section 2 cooperative agreements, and be incorporated in the regular rehabilitation program.

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Public Offender Rehabilitation

Early in its assessment of local rehabilitation needs, the South Central Alaska project felt a cooperative Correctional-Rehabilitation program with the Alaska Youth and Adult Authority was logical and desirable. The most promissing entry to a cooperative service plan appeared to be the Alaska Adult Conservation Camp, a minimum security rural prison camp under the custody of the Alaska Youth and Adult Authority. This camp is located in primitively beautiful country some 60 miles north of Anchorage in the Matanuska Valley. The camp was officially opened to recive inmates in May of 1962. Much of the building and physical development of the camp had to be done by the small staff and complement of inmates and did not, therefore, come to full operation and capacity until late 1966 with somewhat over 100 inmates.

The Youth and Adult Authority classification board makes assignments of convicted offenders to the most appropriate place of incarceration. In many instances these locations are in contract institutions outside Alaska. In assigning offenders to the Adult Camp, the classification board selects men who have, typically, sentences of 60 days to 18 months duration, who are considered feasible for minimum security confinement and who have no serious medical or psychological problems. They may be felons or misdemeanants. An initial look at the mutual resources of the project and the Adult Camp turned up a number of positive factors. Among these factors, the project staff was impressed with a certain pervasive spirit or morale among the staff and inmates alike which was difficult to define but obviously related to a sense of accomplishment in creating a liveable situation out of the raw land with ingenuity, cooperation and respect. There were a variety of machine shops, cabinet shops and the like, which were real working shops, necessary to the construction and maintenance of the Camp, often housed in crude quonset huts with dirt floors and oil drum stoves. There was also an air of openness and absence of overt friction between staff and inmates.

On the negative side were the lack of good planning for discharge and lack of professional staff and funds from both the camp and the project. Available space, remoteness and distance from population centers were also problem factors. Both the camp and the project staff had healthy awareness of their capabilities and limitations as individuals and as agencies, not the least of the limitations being the fact that as individual

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professionals and as an agency, the project staff had no prior experience with public offenders as a group.

The pilot program was initiated in December 1965, with the intent to define the camp inmate population in general demographic and biographic terms and to evaluate, as intensely as possible under camp circumstances, a small sample of the inmates. The evaluation performed was parallel to the project's non-camp client evaluation being performed routinely in the Anchorage area. The skills of the project Rehabilitation Social Worker, Vocational Counselor, Psychologist and Medical Consultant were employed in this evaluation.

The findings of the evaluation were considered at a combined staffing including the above-mentioned project personnel and certain camp staff including the Corrections Officer, the Parole Officer and the Teacher of the Camp Remedial Educational Program. An Em— ployment Service Counselor and a Public Health Nurse completed the team.

The objectives of the staffing were to advise the Camp staff on inmate work assignments, behavioral management and possible problems unforeseen by the Classification Board when they assigned the inmate to the Adult Camp. The group also made recommendations for the Parole Board regarding probabilities and conditions of release and began implementing plans for services to the inmate during his incarceration and after his release.

During the pilot demonstration services which began in December 1965 and concluded in June 1967 with a formal agreement, the demonstration team evaluated some 180 inmates and provided service to approximately sixty.

In June 1967 a formal agreement between the South Central Alaska project and the Youth and Adult Authority [recently redesignated as Division of Corrections] removed this pilot demonstration from that of an experimental program to a permanent working relationship between the two agencies for service to Public Offenders. This agreement was not limited to inmates of the Adult Camp but was extended to include all Public Offenders under the responsibility of the Youth and Adult Authority who were acceptable by the Office of Vocational Rehabilitation, South Central Alaska Project. The first 24 months of the cooperative agreement the South Central Alaska Project received nearly 600 referrals from the Youth and Adult Authority. As of June 30, 1969, 109 Public Offenders were receiving services under this program.

The success of the Public Offender program has warranted its continuation by the general Rehabilitation Agency following the termination of the South Central Alaska Project. While the development of working relationships and pilot services occured in the Anchorage area, the program now extends geographically throughout the state.

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Psychiatric Rehabilitation

Over a period of many years, from 1953 when the first Vocational Rehabilitation program was initiated in Alaska, there had been a close liaison with the Department of Mental Health. The proportion of mentally ill or mentally restored clients served by the Alaska Office of Vocational Rehabilitation ranked among the highest in the nation. In the years before the construction of the Alaska Psychiatric Institute in Anchorage in 1963 and for a transitional period of several years thereafter, Alaska's mentally ill patients were sent to a contract hospital in Portland, Oregon. This fact plus the availability of certain other services in the Washington–Oregon area prompted the Alaska Office of Vocational Rehabilitation to open a branch office at Tacoma, Washington, Indian Hospital in 1956 with regular services to the contract hospital and the Portland area.

The Alaska Psychiatric Institute is a state–owned and operated facility in Anchorage serving both mentally ill and retarded patients. In 1963 it was licensed for a capacity of 225 in-patients. The patient census in September of that year showed 95 mentally ill, 85 mentally retarded, 10 geriatric, and 5 unclassified patients for a total census of 195.

Prior to the opening of the Alaska Psychiatric Institute, clients were served strictly on an out-patient basis by both the Vocational Rehabilitation and the Mental Health Counselors. Cooperation between the two was high and client success was also high. With the establishment of the Institute and its in-patient program, new personnel were introduced and, as with new institutions, a shakedown ensued. Concurrently the staff of the Vocational Rehabilitation Office was unfamiliar with methods of delivering services within an institutional setting. Consequently there was a decline in the effectiveness of the services to Alaska's mentally ill.

In January 1965, the South Central Alaska project staff recognized the need to established rehabilitation services for the mentally ill, and began, with the cooperation of the Alaska Psychiatric Institute staff, to plan for rehabilitation services within the hospital, eventually leading to a rehabilitation unit. A pilot program was designed between the two agencies and, after some difficulty and a six-month search, a Rehabilitation Counselor with Psychiatric Rehabilitation experience was found and brought from the East Coast. This coordinator of the pilot program began operations at the Institute in July, 1965.

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Although the pilot program began well and met with considerable success and approval, it came to a sudden stop with the resignation of the coordinating counselor some six weeks after initiation. This time the recruiting problem was solved by sending a counselor from the regular Office of Vocational Rehabilitation program to a six-month intensive psychiatric internship training program for Rehabilitation Counselors at the University of Oregon Medical School. Upon completion of this training program the counselor re-established the pilot program at the Alaska Psychiatric Institute in March 1966. The pilot program, funded entirely from South Central Alaska Project funds, intended to develop a model for a third party cooperative agreement that would be incorporated into the general agency operations. Due to the Section 2 funding crisis experienced by Alaska and several other state rehabilitation agencies in 1967, when all federally allocated funds were required just to maintain line programs, a Section 4a[2], expansion grant was applied for and received in June, 1967. Since the South Central Alaska Project supervised the pilot project, from March 1966 until June 1967, administrative responsibilities were retained by the SCAP Projects Coordinator and Director.

The pilot program at the Psychiatric Institute served 48 in-patients and served as an evaluating, referral and coordinating resource for a number of out-patients being served by other programs. A complete account of the Psychiatric Rehabilitation Program will be available after the Expansion project terminates in June, 1970. This program is to be incorporated into the general agency program as a result of the demonstration pilot and and the expansion project.

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